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Assistance to Afghanistan (2004-2005)

Note by the Administrator

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Introduction

1. Conflict and social upheaval have prevented the preparation of a UNDP country programme for Afghanistan since 1984. In the absence of a formal programme, the Executive Board has authorized the Administrator to support projects under a series of exemptions. The current arrangement covers the period 2000-2003.

2. Over the course of the next two years, 2004-2005, the transitional period of building national institutions in Afghanistan under the Bonn Agreement is expected to culminate in a durable structure of governance tailored to the national culture and priorities. During the same period, the Government, the United Nations Assistance Mission to Afghanistan (UNAMA) and other United Nations institutions intend to prepare the first United Nations common country assessment (CCA) and United Nations Development Assistance Framework (UNDAF) for Afghanistan. UNDP anticipates agreeing with the Government on a formal country programme, synchronized with the programmes of other United Nations institutions, for the following three to five years. The Millennium Development Goals (MDGs) will continue to serve as the overarching frame of reference.

3. For the period 2004-2005, the Administrator seeks the authorization of the Executive Board to continue to approve assistance on a project-by-project basis, consistent with the normal rules, regulations, and guidelines of UNDP.

I. Situation analysis

4. Prior to December 2001, Afghanistan lacked a legitimate, internationally recognized government with which international aid organizations could coordinate their activities. As a result, the international community typically worked directly with communities. In December 2001, the Bonn Agreement established an Afghan Interim Authority (AIA), with which international organizations immediately began cooperating. The AIA governed the country until an Emergency Loya Jirga was held in June 2002 to decide on a broad-based transitional authority. The transitional authority will govern until national elections are held in 2004.

A. Role of the international community

5. Immediately after the signing of the Bonn Agreement, the World Bank, the Asian Development Bank and UNDP conducted a preliminary needs assessment showing a requirement of $14.5 billion over a 10-year period to support reconstruction, excluding humanitarian assistance, with requirements for the first 2.5 years of $4.9 billion. At the International Conference on Reconstruction Assistance to Afghanistan, held in Tokyo in January 2002, donors pledged $4.5 billion over 2.5 years. Most of the pledged resources appear likely to be disbursed, with the majority allocated to humanitarian relief.

6. Since the Tokyo conference, the coordination of donor assistance to Afghanistan has moved steadily toward a process designed and driven by the Government, culminating in the presentation of a national development framework (NDF) to donors in April 2002. The national development budget (NDB), through which the Government is asking all international funding institutions to channel their assistance, converts the NDF strategy into an investment programme.

7. With the replacement of United Nations Office for the Coordination of Humanitarian Affairs and the United Nations Special Mission to Afghanistan (UNSMA) by UNAMA, the role of the United Nations in Afghanistan transitioned from direct coordination of international assistance to support for assumption of the coordination role by the Government. United Nations institutions seconded staff to sectoral "programme secretariats" within the Government and UNAMA initiated a move to integrate United Nations programmes within the NDF and NDB. A Government-led consultative group process is now under way, with relevant ministries leading the preparation of programmes outlined in the NDB.

B. National priorities and development challenges

8. The NDF sets forth three national pillars of priority for development in Afghanistan: (a) expansion of human and social capital; (b) reconstruction of infrastructure and management of natural resources; and (c) building institutional, legal, and regulatory structures that facilitate private sector growth. Cross-

cutting priorities address gender, security and the rule of law, administrative and financial reform, human rights, the environment, and the reintegration of refugees, internally displaced persons (IDPs) and former combatants. Afghanistan's three primary development challenges – which correspond to the three national pillars of priority and are interrelated – may be described as follows.

9. Social and economic reintegration. A large proportion of the population are in need of social and economic reintegration. Since the Bonn Agreement, about three million Afghan refugees and 700 000 IDPs have returned home or are expected to return soon, and about 300 000 people remain displaced within Afghanistan. Former combatants, many of whom have virtually no experience with civilian life, are also returning home. In the absence of viable alternatives, many farmers are resuming illegal poppy production. War and poverty have swelled the numbers of disabled people, widows, orphans and street children. Effective community development, income generation, and social protection for vulnerable people will require strengthened capacity and cooperation among all levels of government.

10. *Reconstruction of physical infrastructure.* The roads, bridges, dams, irrigation canals, schools, health facilities, drinking water supplies and telecommunications facilities of Afghanistan are in a state of collapse. Reconstruction will require substantial resources and effective Government oversight.

11. Rebuilding state institutions. The ability of the Government to mobilize the security, public services, and regulatory environment needed for sustainable human development depends on the capacity of its system of public administration. At the outset, the authorities faced a dire situation in this area – dilapidated or destroyed offices, poorly trained civil servants on a low and compressed pay scale, the exclusion of women from the workforce, a ministerial structure in need of renewal, a legislative structure in disarray, a collapsed reporting framework between the center and provinces, a lack of national data, and little respect for the rule of law throughout society. The enormous challenge of public administration reform lies ahead.

II. UNDP in Afghanistan 2000 to 2003

12. Following the events of late 2001, UNDP has adjusted its programme of assistance to meet the changing development needs of Afghanistan. The practice areas where the country office and the Government have established solid cooperation are democratic governance, poverty reduction, crisis prevention and recovery, and information and communications technology (ICT).

A. Programmes and achievements

13. *The Poverty Eradication and Community Empowerment (PEACE) Initiative.* The PEACE Initiative predates the Afghanistan Interim Authority. It continued until 2002, at which time donor leadership for community development programming was designated to the World Bank. Implemented by the United Office for Project Services (UNOPS), the Food and Agriculture Organization of the United Nations (FAO), and the United Nations Human Settlement Programme (Habitat), PEACE supported communities in the repair of their infrastructure, providing jobs and skills to thousands of Afghans. It offered vaccinations and preventive care for livestock and enabled the country to meet its entire requirement of wheat seed from domestic production. It facilitated more than 2 100 community groups (8 per cent formed by women) and provided rehabilitation and socioeconomic services to disabled people in areas throughout the country.

14. Immediate operation of the Afghan Interim *Authority.* Only four days after the Interim Authority assumed office, UNDP advanced funds for basic office equipment and supplies, which were handed over to the new ministries. Under the leadership of UNAMA, UNDP established and managed the Afghan Interim Authority Fund (AIAF), making possible the rapid and flexible disbursement of $72 million in donor funding during the first half of 2002. The AIAF funded (a) the salaries of 240 000 civil servants, in all 32 provinces, and the establishment of a payroll system; (b) basic repairs to, and equipping of, government buildings; (c) the establishment of national commissions as mandated by the Bonn Agreement; and (d) the national process leading to the Emergency Loya Jirga that selected the transitional Government, and the Emergency Loya Jirga itself.

15. *The national commissions.* The Bonn Agreement calls for the Afghan Government to establish, with the assistance of the United Nations, a number of commissions to lead the country towards democracy and the rule of law. In collaboration with UNAMA, United Nations Volunteers (UNV), and other partners, UNDP has supported the establishment and operation of the Emergency Loya Jirga Commission, the Constitutional Commission, the Judicial Reform Commission, the Civil Service Commission, and the Human Rights Commission. UNDP seconded one of its most senior Afghan professionals as the Director of the Secretariat to the Constitutional Commission.

16. *Information management and aid coordination.* UNDP has actively supported the upgrading of information management in Afghanistan. Achievements supported by UNDP, the European Commission, and the Government of France to date include (a) the development of a national ICT policy through a consultative process led by the Ministry of Communications; (b) the transfer of the ".af" country code Top Level Domain to Afghanistan, marking a key symbolic break with the Taliban years, when Internet use was prohibited; (c) expansion of ICT access through the establishment of an Intranet system for the Government (with the World Bank); (d) establishment of a Cisco Networking Academy Programme at Kabul University; and (e) the establishment of basic ICT training centers in Kabul and other cities.

17. UNAMA has the lead role in coordinating the operational activities of United Nations institutions, including their support to the consultative group and national budget processes. Under the leadership of UNAMA, UNDP helped the Government to establish an Aid Coordination Unit and a Public Information Unit within the Afghan Assistance Coordination Agency. Among other activities, the Aid Coordination Unit created a donor assistance database in response to the NDF's call for a donor tracking system. UNDP is also supporting the national data requirements of the NDF.

18. *Afghan women and governance.* The NDF calls for "specific programmes directed to enhancing the capabilities of our girls and women". Toward this objective, UNDP has (a) supported Afghan women's groups in securing women's participation in the Emergency Loya Jirga; (b) funded (through the AIAF) the physical rehabilitation and Internet connection of the Ministry of Women's Affairs; and (c) provided ongoing institutional capacity-building support to the Ministry, including gender training and women's professional training, in collaboration with the United Nations Women's Fund (UNIFEM), UNAMA and UNV.

19. *National security.* UNDP supports the foundations for national security in Afghanistan in three areas: the creation of a national civilian police service, the disarmament, demobilization, and reintegration (DDR) of combatants, and mine action. With their salaries covered by the AIAF, the police returned to work in Kabul immediately after the Bonn Agreement. Together with UNAMA police advisers, and with Germany as the lead donor country, UNDP established the Law and Order Trust Fund for Afghanistan (LOTFA), which accords first priority to covering police salaries.

20. The Government, UNAMA, and UNDP – with Japan as the lead donor country – have established a three-year programme for DDR. The programme serves as the secretariat to the four DDR commissions and is establishing offices and building DDR capacity in Kabul and in eight provinces. To help build national capacity in mine action, UNDP works with the United Nations Mine Action Centre for Afghanistan, and will collaborate to explore suitable government counterpart arrangements for the future. A comprehensive landmine impact survey is currently under way.

21. *Area-based development.* The national area-based development programme (NABDP) is a major Government initiative set forth in the NDF. The programme encompasses development activities in 10 vulnerable areas of Afghanistan while building government capacity to lead and coordinate participatory development in all provinces. UNDP is designated as the lead agency to support the Ministry of Rural Rehabilitation and Development (MRRD) as it designs and manages the NABDP. The achievements of the programme include (a) organizational reforms within the MRRD; (b) rehabilitation of the provincial offices of the MRRD; (c) development of a provincial coordination mechanism and planning process; and (d) regular monitoring exercises and MRRD training in monitoring and evaluation and provision of urgent recovery support with UNOPS, FAO, and Habitat as implementing partners. These and other planned capacity-building initiatives facilitate the management and implementation of other national programmes.

22. *Urban recovery and employment.* The Recovery and Employment Afghanistan Programme (REAP) is a quick-impact public works programme supported by UNDP and UNV. In Kabul, Kandahar, and Jalalabad, REAP has (a) employed more than 45,000 people—mainly IDPs, returnees, and former combatants—in the rehabilitation of small infrastructure, including projects to improve women's living conditions; (b) established vocational training centres for women; (c) provided workers with tools used in their work, enabling them to offer their skills to other potential employers; and (d) helped to build the capacity of more than 20 municipalities and ministries and more than 30 community groups. REAP is now becoming part of the Ministry of Urban Development and Housing.

23. *Support to disabled Afghans.* The Comprehensive Disabled Afghans Programme (CDAP), implemented by UNOPS, has provided rehabilitation and socio-economic services to disabled people since 1991. With 400 national staff members and 2 000 trained community volunteers, CDAP reaches 20 000 disabled people each year (totalling over 150 000 since the programme started in 1991) in 58 districts and eight cities of Afghanistan.

B. Key lessons learned

24. The following lessons learned by UNDP from the experiences of the past few years have been incorporated in the design of future programming.

25. *Government mechanisms for leading and coordinating international assistance.* Such mechanisms are vital to the success and legitimacy of the recovery and development efforts. The early establishment of the NDF under national leadership, the NDB, and the consultative group process ensured focus, coherence, and national leadership in assistance programming. All UNDP programming and resource mobilization take place within these guiding mechanisms.

26. *Building the national capacity needed for effective government-led recovery and development.* As the Government strengthens its leadership of recovery and development, an increasing programming focus is needed on helping Afghans create governance structures, systems, and procedures that facilitate the achievement of national goals. All support for reforms should ensure that while international best practices are introduced, the best of the existing laws and administrative systems and procedures are retained. Working through Government structures has more impact than creating parallel project implementation structures. The UNDP national execution modality can help accelerate the building of national ownership, enhancing impact and creating sustainability.

27. *Flexibility and responsiveness to evolving national priorities.* UNDP programming changes in the period 2000-2003 reflect the evolving – and increasingly well-articulated – priorities of the Government for reconstruction and development. Flexibility is essential to effective assistance programming.

28. *Regular assessments of UNDP country office capacities.* The UNDP country office must continually adjust its human resource and operational profile to suit national needs, priorities, and programming focus. Assessments are needed to ensure flexibility and responsiveness.

29. *Support for governance reforms.* As the Government strengthens its leadership of national reconstruction and development, capacity-building support for the establishment of structures, systems, and procedures that facilitate the achievement of national goals is paramount. UNDP support should ensure that while international best practices are introduced, the best of the existing laws and administrative systems and procedures are retained.

30. *Quick-impact, labor-intensive projects to create employment and rebuild infrastructure.* These projects have an essential role in the early stages of reconstruction. Their sustainable impact depends on success in transferring to national authorities the capacity to plan and manage activities and stimulate economic regeneration, providing longer-term livelihood opportunities. Effectively managed public works projects have the potential to expand opportunities for employment, reintegration, and reconciliation while accelerating the reconstruction of essential social and economic infrastructures.

31. *Local planning and coordination mechanisms.* Such mechanisms have the potential to ensure that locally generated priorities are incorporated in the overall budgeting cycle of the Government, and they therefore deserve careful attention. Community mobilization, even during the years of severe national upheaval, helped many communities organize themselves into informal structures of local governance. Their interface with decentralized formal government structures now provides opportunities for

cooperation across the various levels of Afghan society.

32. *Effective support for the gender objectives of the Government.* The restoration of women's rights is a national priority that must form an integral – and carefully targeted – component of all programming. This will require continuing cultural sensitivity, an Afghan-driven process of mainstreaming gender, and a measured pace of change. Particular attention is needed for gender research, policy, and institutional capacity building. National momentum for this process is evident in the substantial demand, on the part of the ministries and the Office of the President, for the training programmes of the Ministry of Women's Affairs.

33. *Security and economic development are* interrelated objectives that must be pursued in tandem. A favorable security environment is needed for the success of both relief and development activities. At the same time, economic development that fosters legitimate livelihoods – particularly alternatives to soldiering and poppy farming – is needed for the sustainable rehabilitation of security services.

III. Proposed programme

34. The Government and UNDP have identified four principal areas of cooperation for the period 2004-2005: (a) Support for the state-building process; (b) building governance for local recovery and development; (c) national security; and (d) information management.

35. These are areas where national priorities coincide with the global mandate of UNDP, and where lessons learned from previous UNDP cooperation in Afghanistan can be incorporated. All activities will take place with government leadership, and UNDP will collaborate closely with the ministries, agencies, and donors leading programmes within the consultative group process. Given the imperative of empowering Afghan women and promoting gender equality in Afghanistan, the Government and UNDP will ensure that gender issues are consistently mainstreamed and carefully paced. In addition to the direct support provided to the national security sector, all programme activities will aim to consolidate peace and to enhance security by helping the Government to provide public services, create an enabling environment for legitimate livelihoods, and promote respect for the rule of law. To the extent possible, all activities will aim for countrywide impact.

36. UNDP will remain flexible and responsive to evolving national priorities. In 2004, the first National Human Development Report (NHDR) of Afghanistan will provide an important vehicle for the Government to refine the priorities of the country and to identify new areas where targeted cooperation with international humanitarian organizations can accelerate recovery and development. The NHDR will be the first comprehensive review of the state of development of Afghanistan. UNDP will stand ready to act in response to needs identified based on the NHDR as well as the CCA/UNDAF process.

37. Throughout the period, UNDP will work under the UNAMA umbrella and will ensure maximum collaboration and programme complementarity with other international actors such as the World Bank and the Asian Development Bank, as well as with United Nations institutions such as UNICEF, the Office of the High Commissioner for Refugees (UNHCR), UNFPA, UNIFEM, the World Food Programme (WFP), the Food and Agriculture Organization (FAO) and the United Nations Office for Project Services (UNOPS). United Nations Volunteers will play an increasingly important role in the delivery of development assistance in all areas, providing a high level of skills at reasonable cost. Finally, UNDP will be ready to provide increasing support to UNAMA in the coordination of operational activities among United Nations agencies and in the provision of common services.

A. Support for the state-building process

Public administration reform

38. The NDB sets forth plans for a Public Administration Reform (PAR) sub-programme, identifying seven key pillars (some of which sit outside the PAR sub-programme) that are central to the establishment of an effective civil service: (a) the civil service legal framework; (b) personnel management; (c) institutional and functional streamlining and development; (d) financial management and accountability; (e) policy management and machinery of government; (f) administrative efficiency; and (g) physical infrastructure. The Administrative Reform and Civil Service Commission (ARCSC) is responsible

for leading and coordinating the Programme and for implementing some of its projects.

39. Recognizing the need for a government-wide and inclusive approach, the ARCSC is forming an inter-ministerial group on administrative reform. Contact groups will be established within ministries and in the provinces to exchange ideas and information. As a first step towards streamlining Government institutions and identifying capacity-building needs, the ARCSC has launched an assessment of the structure, functions, and staffing of ministries and other government agencies. A presidential decree has been prepared to provide incentives for early reforms within ministries. These steps are expected to clarify specific needs and priorities for PAR.

40. Over the past year, a consensus has emerged among many government officials and donors that UNDP is well placed to support the Government in PAR. All such support will take place under the leadership of the ARCSC and in consultation with the World Bank and the European Commission. UNDP will provide continuing advisory services to the ARCSC and will recruit public administration reform experts, both Afghan and international, in line with Government requests and donor support. In partnership with the Government of France, UNDP will continue to support pilot schemes to lay the groundwork for overall reform. It will further support in-service training and formal training of civil servants and will assist in capacity building of related Government training institutes.

Institutions for social justice

41. In completing the Bonn process, the Islamic Transitional State of Afghanistan anticipates launching the rebuilding and development of effective national systems of elections, justice, and human rights promotion and protection. UNDP will facilitate the state-building process in Afghanistan in each of these key areas.

42. Following the adoption of a new Constitution late in 2003, elections are envisaged in 2004. UNAMA and the Electoral Assistance Division of the United Nations Department of Political Affairs are leading United Nations support for the electoral process in Afghanistan. UNDP is providing technical assistance on elections and is prepared to expand its support in this area as and when requested. In particular, UNDP envisions facilitating voter registration, supporting elections monitoring, and contributing even-handed capacity-building and coordination support to political contestants. UNV is prepared to mobilize large numbers of volunteer experts to facilitate the elections process, and UNOPS will offer rapid procurement at reasonable cost as needed for the elections.

43. In support of the Judicial Commission, UNDP – with Italy as the lead donor country – will support (a) civic education on the new constitution; (b) the forging of links and partnerships between legal actors in Kabul and regions, with particular attention to the role of women in the judicial system; (c) the strengthening of judicial institutions such as the Supreme Court, the Ministry of Justice and the Office of the Attorney General; and (d) the rehabilitation of courthouses and other judicial facilities in all provinces.

44. UNDP will continue to promote the mainstreaming of human rights into Afghan law, policy, development programming, and the framework of national institutions. In collaboration with UNAMA, Denmark (as the lead donor country) and other partners, UNDP will help the AIHRC to (a) implement a programme of public education on human rights; (b) build its capacity to process complaints and petitions and to resolve conflicts; (c) manage human rights data; and (d) ensure human rights mainstreaming.

Afghan women in governance

45. UNDP will continue its programme of capacity-building support to the Ministry of Women's Affairs in partnership with UNAMA, UNIFEM, UNV, and the United States Agency for International Development (USAID). By early 2004, this support is expected to have provided the Ministry with a solid foundation for managing its own gender-training programme for the Afghan transitional authority and civil society. As the Ministry extends its gender mainstreaming activities to the provinces, across ministries, and within civil society, UNDP will provide follow-up technical assistance as needed. Beyond training, UNDP expects to participate in a strategic gender policy review and to support the development of a national gender strategy that integrates gender programming across health, education, employment, law, human rights, peace building, and other sectors. Gender-related areas of national priority identified through the NHDR will receive particular attention.

B. Building governance for local recovery and development

46. UNDP cooperation for local recovery and development will continue in area-based development, urban recovery, meeting the needs of disabled people, and other areas. For area-based development, the NABDP supports urgent recovery projects, government capacity building at all levels, and medium- and long-term development projects to stimulate local economies. During the period 2004-2005, UNDP anticipates deepening its support for the formation of coordination and planning mechanisms that ensure participation, transparency and accountability at the provincial and district level. With experience, the planning process is expected to become increasingly inclusive, gathering broader input from civil society and the private sector and encouraging their growth. Linkages across levels of government in the planning process will ensure that locally generated priorities are incorporated in the planning and budgeting cycle of the Government. Through its umbrella approach, under the leadership of the Ministry of Rural Rehabilitation and Development, the NABDP will support the national solidarity programme (NSP) and related initiatives.

47. Operating from within the Ministry of Urban Development and Housing, REAP will help the Government build capacity to create employment and rebuild infrastructure in urban areas throughout the country. The Ministry anticipates complementing the DDR programme by offering public works and vocational training opportunities to former combatants. In cooperation with Habitat, UNDP will provide continuing technical advice and resource mobilization support to government bodies involved in urban recovery and employment.

48. UNDP support for disabled Afghans, which now involves primarily community-based rehabilitation and socio-economic services with implementation support from UNOPS and the Swedish Committee for Afghanistan, will shift towards building sustainable capacity within the Government to design disability policies and manage rehabilitation projects. In the same context, these activities will shift towards a national execution modality. Linkages are anticipated between the national mine action programme and programmes to benefit disabled Afghans.

49. In addition, UNDP will respond flexibly to evolving priorities, including possible support to the preparation of a national poverty reduction strategy. In areas of high return and IDP settlement, UNDP will collaborate with the Government, UNHCR, and other United Nations institutions in the context of the "4-Rs" process: repatriation, reintegration, rehabilitation, and reconstruction. In January 2003, UNDP and UNHCR signed a letter of agreement, and the MRRD, UNDP, and UNHCR signed a tripartite agreement outlining their respective roles and areas of cooperation in the Afghan process of reintegrating returnees and IDPs.

C. National security

50. Security and economic development are interrelated objectives that the Afghan Transitional Authority is pursuing simultaneously. UNDP will strengthen its support for three vital areas of national security in 2004-2005: police capacity building, DDR, mine action, and disaster management. Progress in these areas will depend on the prevailing security situation.

51. During the transition period, UNDP management of LOTFA will channel international support towards the creation of a well-trained, well-equipped, and regularly paid national police service. With Germany as the lead donor country and UNAMA providing police advisers, LOTFA aims to support nationwide recruitment and training, procurement of non-lethal equipment, and rehabilitation of police facilities. Beyond transition, UNDP envisions providing continuing support for the Ministry of Interior to maintain a national police service with a genuinely integrated ethnic composition and a solid understanding of the need for transparency, accountability, and human rights protection.

52. The Afghan DDR process began in mid-2003 with support from UNAMA, UNDP, and Japan as the lead donor country. The reintegration strategy will aim to create conditions for demobilized soldiers to become productive members of their communities through employment creation, credit opportunities, vocational training and access to education. Critical linkages will be established with other programmes – such as area based development, urban public works, and mine action – in identifying opportunities for former combatants to engage productively in the nation-building process. The programme anticipates drawing heavily upon the skills of UNVs. It will complement the collaborative activities of the Government,

UNAMA, and the Government of the United States in the development of the Afghan National Army.

53. UNDP will work with MACA, the Government of Canada and other partners to strengthen national capacity for mine action. The LIS currently being conducted will provide a socio-economic basis for prioritizing mine clearance activities and formulating a national strategy for mine action. In accordance with Government requests, UNDP will support the development of the strategy and capacity building for its implementation.

54. UNDP also envisions expanding its support for the effective operation of the Office of Disaster Preparedness (ODP) in collaboration with UNAMA, the Asian Development Bank, and the German non-governmental organization InWent, within the framework of the role and functions identified for ODP by the Government.

D. Information management

55. UNDP will support the strengthening of information management capacity in Afghanistan through interventions in three areas: (a) ICT policy, capacity, and access; (b) aid coordination; and (c) data management.

56. ICT programming will aim to (a) advocate for Government ownership and implementation of the national ICT policy; (b) facilitate the updating of the policy to incorporate feedback and account for growing private sector involvement; (c) provide regular policy advice at senior levels; (d) expand ICT training support to towns and cities throughout Afghanistan and encourage private sector responsibility for specialist ICT training; and (e) support the creation of an enabling framework for Internet service providers and public Internet access points.

57. UNDP will assist the aid coordination efforts of the Government through continuing support to the consultative group process and the donor assistance database. To promote transparency and realistic expectations for reconstruction, UNDP will support a public information centre and a national team of public information specialists.

58. UNDP will expand its support for data management in anticipation of the NHDR produced by Afghanistan, national monitoring of the MDGs, and in the preparation of a CCA and an UNDAF. The Afghanistan Information Management Service will become a vehicle for building national data management capacity. In addition, UNDP anticipates a role in conducting a national census, preparing the national data strategy, and establishing an independent policy development institute.

IV. Programme management, monitoring and evaluation

59. UNDP will continue to support accelerated national ownership of development programming in Afghanistan. The process of shifting from direct execution by UNDP and other United Nations institutions national execution is under way, with government officials receiving training and participating in the design of transition strategies. Some projects are already nationally executed, and acceleration of this process will be given as high a priority as the progress in national capacity building will allow. UNDP will strengthen its own capacity to undertake the various programmes envisaged. It will rely increasingly on qualified Afghan nationals, recruited from within the country and internationally, for programme design and implementation. Several initiatives are helping to build the capacity of the Government to monitor and evaluate its programmes by strengthening national data management.

60. UNDP will contribute actively to the consultative group process in partnership with ministries, agencies, and donors. This involvement will complement the growing role of UNDP in coordinating the operational activities of United Nations institutions and in providing common services.

61. Achievements of results during this period will of course be greatly influenced by the overall security situation. The goals and objectives anticipated in this note will depend on a continued successful development towards a sustainable peace.

62. All resource mobilization efforts will take place under Government leadership within the national budgeting and consultative group processes. It is expected that major resources mobilization efforts will be undertaken with donor countries in conjunction with some of the largest programmes such as NABDP, REAP, LOTFA and DDR.

Annex. Results and resources framework

Strategic area of support	*Intended outcomes*	*Outcome indicators*	*Outputs*
A. Support to the state-building process			
A.1. Public administration reform			
Efficiency and accountability in the civil service	Efficiency, accountability, and transparency improved in the seven PAR areas of national priority	Level of efficiency, accountability and transparency in public administration (specific indicators to be developed for each of the seven PAR areas); Level of ideas/information on reform shared among contact groups within ministries and in the provinces.	Completed assessment of Government structure, functions, and staffing; Action plans prepared/implemented in the seven PAR areas; Inter-ministerial group on PAR formed and in operation; Restructuring plan devised and implemented; Programmes of incentives for early reforms within ministries established and operational until new salary structure is introduced.
A.2. State-building for social justice			
Electoral legislation and institutional capacity of electoral commissions, systems, and processes	A free and fair national elections system established	Degree to which election is free and fair; Percentage of voting age population included in voter registration; International monitoring arranged to ensure elections held according to Bonn Agreement.	Facilities for voter registration in place; Trained national elections monitors; Capacity built to support communities; Approved elections policies; Central elections committee in operation.
Administration of, and access to, justice and promotion of human rights	Mechanisms to promote access to justice, and protect human rights in accordance with Islamic principles, Afghan legal traditions and International standards	Degree to which human rights among all population groups and regions of the country are protected; Increased presence of women at all levels in the judicial system; At least one major legal education, training, and research institution established and operational; Ability of Afghan Independent Human Rights Commission (AIHRC) to process complaints and petitions, conflict resolution; Number of public education programmes on human rights conducted.	Supreme Court, Ministry of Justice, and Attorney General's Office in full operation; Judicial facilities rehabilitated in all provinces; Strengthened capacity of AIHRC to promote and protect human rights; Linkages established between legal actors in Kabul and the regions; Civic education on the Constitution provided; Training programme on conflict resolution for local government officials and NGOs established and implemented.
A.3. Afghan women in governance			
Policy dialogue to improve the condition of women and remove barriers to advancement.	Gender issues mainstreamed in programmes initiated by the Office of the President, ministries, other government bodies and civil society	All new programmes with gender aspect incorporated; Capacity in Ministry of Women's Affairs (MoWA) to manage its own training programmes (gender training and women's technical training) for Government and civil society.	Expanded MoWA training programmes; Updated strategic gender policy; National multi-sectoral gender strategy developed and approved.

B Building governance for local recovery and development			
Social cohesion through development planning and other decision-making processes at the sub-national level	Effective coordination/planning mechanisms in place at provincial and district levels to ensure efficiency, participation, transparency, and accountability.	Number of public works projects completed, vulnerable people employed, and urban areas benefiting from government-led public works projects; Level of employment opportunities generated in urban and suburban areas; Level of locally generated priorities incorporated in the Government's planning and budgeting processes and reflected in recovery and development interventions; Level of services provided to disabled Afghans country-wide.	Established capacity at the local levels to plan, finance, manage, monitor and evaluate interventions; Improved local infrastructure to expand income generation opportunities through public works projects; National disability policy developed, approved and implemented; Government officials trained in disability policy formulation; Sustainable Government capacity to coordinate and manage projects benefiting the disabled.
C. National security			
Capacity development of national institutions and civil society organizations to advance human security	Security situation improved in the country through demobilization and mine action, as well as through strengthened civilian police	Police paid regularly and adequately; Adequacy of police service provided in the country; Number of weapons collected; of combatants disarmed; of combatants reintegrated into their communities through vocational training, education, credit and employment generation; Area cleared of mines and unexploded ordinance with reduced frequency of accidents; Level of services provided to former combatants and mine victims.	Management of donor funding for police during transition; training and other forms of capacity building for police; police equipment procured; police facilities rehabilitated; Improved police recruitment system; Police recruited and trained in all provinces; Upgraded non-lethal police equipment and facilties; Government authority for mine action defined; Established national mine action strategy pursuant to Landmine Impact Survey.
D. Information management			
Access to, and utilization of, information and communication technologies (ICT)	National ICT capacity expanded, and ICT access improved in Afghanistan	Number of towns/cities with ICT training centers; Number of Afghan civil servants, women and general public who have acquired basic ICT skills; Level of internet accessibility and number of internet service providers (ISPs); Country code Top Level Domain "af" maintained.	National ICT policy updated and implemented; Enabling framework created for ISPs and operation of public Internet access points. Training programmes in basic ICT skills conducted nationwide; Transfer of responsibility for specialist ICT training to private sector.
Monitoring of poverty and inequality	An effective system to monitor poverty and inequality with disaggregated data by gender and province	Ability of Government to collect and manage national data; Adequacy of social and economic data and indicators of human development.	Afghanistan's first and second National Human Development Reports (HDRs) published, generating constructive debate on human development issues throughout Afghan society; National data strategy developed and approved; Census of the Afghan population conducted.
Aid coordination and management	An effective aid coordination system to manage programmes in a publicly transparent manner	Level of information on aid and reconstruction available to media and the public.	Enhanced Donor Assistance Database, which enables aid tracking and facilitates programme planning/monitoring, resource mobilization and resource allocation; Strengthened national capacity to monitor and manage aid flow.